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ABSTRACT

The overall goal of the Jobs for Youth/Fund for the Improvement of Post-secondary Education (JFY/FIPSE) project was the testing of JFY Educational Services (ES) as a model work-related literacy program capable of being replicated in situations other than New York City. First-year activities (1977-78) focused on replication of the ES Replication Manual. Following intensive review of operations and procedures in New York and Boston, extensive revision was undertaken in the second year (1978-79) to clarify the manual, reconcile differences in operation between Boston and New York, and change procedures which needed modification. The replication evaluation consisted of a report from an "assessment team" which determined the extent to which stated goals were achieved. Project outcomes were program replication, the replication manual, and dissemination activities (conference presentations, professional publications, and technical assistance). An informal impact study of the effect of ES in promoting the basic JFY goal--youth employment--yielded tentative indications of positive effects. The replicated program also has had an impact on services to other JFY program units, the community, a number of small businesses, and other agencies wishing to establish their own work-related literacy programs. (A curriculum report is appended.) (YLB)

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FINAL REPORT

A PROJECT TO COMMUNICATE AND REPLICATE A MODEL CAREER EDUCATION PROGRAM

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A PROJECT TO COMMUNICATE AND REPLICATE A MODEL CAREER EDUCATION PROGRAM

Executive Summary

Overview

In July 1977, Jobs for Youth, Inc. (JFY) began its two-year FIPSE project designed to replicate and disseminate a model work-related educational services program. The model was begun in October, 1976 at Jobs for Youth, Inc. in New York City. It had proved to have a vital role in achieving the agency's primary objective -- obtaining unsubsidized, private sector employment for its clients. The clients served by the program were overwhelmingly minority youths, all aged 16 - 21, who were out of school and unemployed upon coming to JFY. The program was founded on the premise that education and employment were interrelated -- that the possibility of real work would provide an incentive to learn and that learning work-related skills would enhance employability.

During its first year, the project produced a replication manual, established a JFY-Boston Educational Services program, and began dissemination activities. The second year included continued service to clients, dissemination and a pilot study of the impact of the program on clients' ability to obtain and maintain employment.

Purpose

The Educational Services replication project had the following five main purposes: (1) to develop a clear model designed for replication; (2) to produce a manual for replication and for integrating the Educational Services program into the existing JFY Management Information System; (3) to demonstrate the replicability of the Educational Services model; (4) to investigate the effectiveness of the Educational Services program in promoting employment; and (5) to disseminate the model to interested agencies and institutions. The overall goal of these efforts was to test Educational Services as a model program capable of being replicated in situations other than New York City.

Background

The JFY/FIPSE project began as part of an overall replication of the Jobs for Youth agency in Boston. The parent agency was founded in New York City in 1958 as a volunteer operation designed to gain employment for youth in Manhattan's Yorkville neighborhood. In the mid-1960's the agency became city-wide in scope, placing youngsters from all five boroughs in entry-level jobs. As it grew, Jobs for Youth developed from a storefront operation to a professional organization with its own office building, a largely professional staff and a sophisticated Management Information System (MIS). These changes in the

agency reflected its success in placing youth, and they enabled it to provide greater services to a larger number of clients.

Educational Services was established in October, 1976, with a Right-to-Read grant. This program grew out of a pilot project designed to increase the employability of the many non-reading and functionally illiterate clients whom JFY served. Because JFY was unable to locate a work-related literacy program which would directly increase the "job-ready" skills of its clients, it began its own educational program. By January, 1977, Educational Services had a steady enrollment of forty to fifty students, but the program was not yet fully integrated into the JFY Management System.

In December, 1976, the Massachusetts Committee on Criminal Justice awarded a grant to establish Jobs for Youth-Boston, provided that the new agency obtain the funds needed to replicate the work-related literacy program. JFY proposed its replication project to FIPSE in this context.

Project Description

The JFY/FIPSE project covered two years. The first year's activities focused on replication and production of the Educational Services Replication Manual. Evaluation of the replication and manual as well as a study of program impact were planned for year two.

During the first year, the new program was established ahead of schedule while production of the manual lagged. The original plan proposed that service to students begin in November, 1977. In September, the Educational Services Director in Boston hired a staff of three instructors and a secretary and began to recruit students. The first students were enrolled and classes began on October 3, 1977. Meanwhile, progress on the manual encountered on several unforeseen problems. Including Educational Services in the JFY MIS required more revision of agency operation than anticipated. In a broader perspective, the manual had to fulfill two purposes which occasionally appeared incompatible -- the need to be a self-contained document which could guide an Educational Services program in an agency other than JFY and the necessity to serve the specific needs of Jobs for Youth. Although progress on the manual lagged, it was completed on time (June, 1978) at the end of the project's first year.

The second year's activities were modified as a result of experience gained during the first year and the beginning of the second. Although the manual was completed during the first year, it was soon clear that it required extensive revision. A second JFY replication, conducted in January, 1979 (JFY-Chicago, Inc.), made the need obvious. As the Educational Services manual was actually used in replication, deficiencies in format and procedures appeared which had not been anticipated. Instead of the planned evaluation, an extensive revision designed to clarify the manual, to reconcile differences in operation between Boston and New York, and to change procedures which

needed modification was undertaken. The project staff made the revisions following intensive review of operations and procedures in New York and Boston. The replication evaluation was also modified extensively. As planned, it consisted of a report from an "Assessment Team" chosen by the Boston Educational Services director. This report documents the extent to which the replication met its stated goals. It was decided that this function could be more efficiently handled by the revised MIS.

The impact study was also conducted and is discussed in the "Outcomes" section.

Outcomes

The first completed project outcome was the program replication. During its nine months of operation, Educational Services served 170 clients, forty-five more than the maximum expected figure. The program also began operation one month earlier than proposed. At the end of year two, the program had enrolled 412 out-of-school youths, more than twice the proposed number. This total was 35% of all clients served by the agency (1166). Monthly enrollment averaged 53 with an average month-to-month carry-over of 35 students. In addition, the replication included activities designed (1) to examine and revise curriculum; (2) to evaluate the habits and attitudes essential to successful entry into the job market; (3) to provide group job-readiness seminars for all JFY-Boston clients; and (4) to complete a file of local resources available to JFY-Boston clients.

The Replication Manual comprised the second program product. The manual includes six chapters describing the parent agency, the curriculum, materials, and forms and procedures. Appendixes include supplementary information. The manual is designed as a document for training, for guiding program development, and for replication.

Dissemination activities have included conference presentations, professional publication and technical assistance. Of these activities, TA promises to be the most effective long-term venture and one which may allow JFY to realize some independent income.

An impact study on the effect of Educational Services in promoting the basic JFY goal, youth employment, was also conducted. For a number of reasons, the conclusions of this study must remain tentative, but they tended to support the assumptions underlying the program. A more complete and valid study of JFY, including the role of Educational Services is being conducted by the Corporation for Public/Private Ventures.

A number of other outcomes also occurred. These included services to the other JFY program units, to the community in which JFY-Boston functions, and to a number of small businesses. JFY has also provided formal and informal aid to other agencies wishing to establish their own work-related literacy programs.

OVERVIEW

Jobs for Youth-New York, Inc. (JFY-NY) began its two year Fund for the Improvement of Post Secondary Education (FIPSE) contract in 1977. The program was to test the replicability of its work-related Educational Services (ES) in a city other than New York. The JFY program in New York had already proved ES to be an important component in the agency's effort to place unemployed youth in unsubsidized, private sector jobs. The FIPSE grant of $210,000 enabled Jobs for Youth-Boston, Inc. (JFY-B) to include an ES component. The first year of operation saw the hiring of a staff, the development of a replication manual, and the provision of ES to 170 clients. The second year included continuation of service and curriculum development, revision of the manual, project evaluation, and a study of the program's impact on the youth served. A second replication of the JFY model, Jobs for Youth-Chicago, Inc. (JFY-C) provided another proving ground for the ES model and an independent test of the replication manual. The third JFY was funded independently of the other two JFY agencies but used the expertise and systems developed in New York and Boston. Training of the new ES staff relied on the manual as the authority for program operation. This replication and training experience proved to be the most valuable evaluation of program procedures and of the manual, which were revised as a result of the experience. Dissemination of the project has taken several forms including conference presentations, professional publication, replication, and technical assistance to other agencies. Because of the expertise which the JFY staffs have developed in two replications, and because of the interest shown by other agencies, the technical assistance appears to be the most effective means for disseminating the ES model. The replication manual has proved to be

an indispensable tool for conducting this activity.

PURPOSE

The Jobs for Youth/Fund for the Improvement of Post Secondary Education (JFY/FIPSE) project addressed several concerns, which were raised by the effort to replicate the agency in a second city. The need for and the interest in a JFY type of agency had been demonstrated in Boston, and funds for job development and placement were secured in 1976. However, several questions arose concerning how well a model developed to meet the needs of the situation in New York City could fit into a different urban context. The overall purpose of the FIPSE project was to test Educational Services (ES) as a model approach to providing young adults with the literacy skills necessary to enter unsubsidized, private-sector jobs. The following general types of activity were to be conducted with the granted FIPSE funds:

> to develop a clear model for the replication of ES,
>
> to produce a manual for replication of the unique JFY-NY ES model and for integration of the program in the JFY Management Information System (MIS),
>
> to demonstrate that the JFY-NY ES model was capable of being replicated in a context different from New York City,
>
> to investigate further the effectivenss of the ES program in promoting longevity, quality of work, and upward mobility in employment of out-of-school, unemployed youth,
>
> to disseminate the developed model of replication and manual to interested agencies and institutions.

Both JFY-NY and FIPSE considered the approach to work-related literacy taken by ES to be one worthy of consideration as a model for other agencies serving a similar client population (unemployed, out-of-school youth, aged 16-21 years). However, although JFY-NY had an operating program, it did not have a

formal statement of its operations and procedures.

Several factors influenced JFY-NY to develop a model and a replication manual. First, the FIPSE proposal was submitted by JFY-NY as a semi-autonomous group was undertaking replication in Boston. The JFY-NY Counseling Services and Employer Services units had a professionally designed Management Information System (MIS) to guide the replication. ES had no such system. The proposed ES replication manual was conceived as a baseline for replication, and as a means for integrating ES procedures with the general JFY MIS. Second, the manual would be a primary, tested product of the project, serving as a guide for other agencies interested in developing their own work-related literacy programs. Finally, the manual was considered as a management tool that would enable all JFYs to provide technical assistance and training and to disseminate the results of the replication experience.

When the JFY Boston replication began, the agency was not certain that the operations and procedures developed to meet the conditions in NYC were applicable in another city. How would differences in the job market, transportation, available social services, and other conditions affect agency operation? The same question applied to ES. In addition, the staff wanted to know the extent to which program success depended on the particular teachers and administrators. As educational research shows, all too often, successful programs have failed to translate from one location to another. At times they have failed to meet the special demands of the new environment, and, at others, a program's success has been tied to the personalities involved.

As an additional concern, JFY-NY and FIPSE wanted to determine whether ES actually made a discernible difference in the agency's basic mission

-- job placement. If ES failed to promote this goal, the service might not be a cost-effective agency activity. In a broader perspective, such a failure would imply that the original ES model developed at JFY-NY was itself of questionable value in promoting employment.

BACKGROUND

Jobs for Youth was founded in New York City during 1958 as a community-based job placement service for out-of-school, unemployed youth, aged 16-21. JFY's first staff consisted of volunteers. During the 1960s it added a paid, but primarily non-professional, staff. As the agency approached its twentieth year, it was in transition from a storefront operation to a professional organization with its own office building. In 1975, the agency contracted with Data Operations, Inc. to develop a sophisticated Management Information System (MIS) to handle the increased load of client data and the documentation of service mandated by funding sources. Also, by this time, the agency had begun to develop a professionally trained staff. Previously, all staff members had developed jobs and placed clients. Subsequently, job placement became the task of counselors who were able to provide the personal and occupational counseling required by the clients. Job development became the province of an Employer Services department which began to develop such sophisticated recruitment techniques as direct mail campaigns.

The changes in structure were a reflection of the previous success of JFY-NY. They also enabled the agency to provide improved service to larger numbers of clients.

Educational Services was another reflection of the agency's development. This third program unit was established in response to a need JFY-NY saw in its clients' -- basic literacy training. Counselors could not place a large number of clients because they could not meet employers' literacy requirements. In many cases, clients could not fill out the forms required to obtain employment. JFY-NY was unable to locate a literacy program which addressed these needs directly. In March 1976, JFY-NY began a pilot work-related literacy program designed to teach the skills necessary for obtaining employment. This small program (six students) proved successful enough that JFY-NY applied for and received a three-year Right-to-Read grant to establish a Reading Academy. The Educational Services program thus began on October 1, 1976.

From the beginning, ES at JFY-NY avoided the traditional approaches to remediation which stress academically-oriented literacy skills. Instead, it focused on the development of the reading, communication, and arithmetic competencies needed for success in entry level employment. (The Replication Manual, appended to this report, includes a comprehensive description of the curriculum). By the time that the Jobs for Youth-Boston (JFY-B) replication was proposed, the JFY-NY ES had become an important part of the preparation for-employment effort. However, its information and recording system was not integrated into the overall JFY-NY MIS. This resulted in a number of inefficiencies in providing service to clients. Procedures for the assignment of students to counselors and communication regarding progress toward "employability" were two important areas of concern.

It was in this context that JFY-NY proposed its replication project to

FIPSE. In December 1976, the Massachusetts Committee on Criminal Justice awarded an organizing group in Boston a grant to establish an independent Jobs for Youth-Boston, Inc. The award stipulated that JFY-B obtain the funds necessary to replicate the work-related literacy program, too.

PROJECT DESCRIPTION

As originally proposed, the project outlined its activities for the first year in the following order:

1. Planning -- (2 weeks) included organization of management team, survey of existing manuals and adoption of format for manual.
2. Preparation and review of manual, first draft -- (1 month) At the end of this step, the manual was to be completed in preliminary form.
3. Test and corrections of manual -- ($1\frac{1}{2}$ months) A pilot edition of manual prepared for use in Boston replication.
4. Replication -- (2 months) The Boston program becomes operational, program monitored and revisions of procedures, operations and manual made as necessary.
5. Publication and dissemination.

The major activities of the second year were to include primarily evaluation of the replication effort and the manual and a study of the program's impact on the employability of the JFY-B clients served by the ES program.

Although the original plan called for production of the manual before replication activities began, the order of activities changed in practice. First, the project planning stage required more time than expected. Between July 1 and

August 31, 1977 activities included familiarizing the administrative and counseling staff of JFY-B with the philosophy and practice of ES and setting the criteria for recruiting a JFY-B ES staff. The Director of ES, JFY-B, Ms. Sandra Sherr, assumed her position on September 1, 1977. By September 30, 1977, she had hired a staff consisting of three instructors and a secretary. The Project Director, Dr. Daniel Hittleman, Director of ES at JFY-NY, then conducted a survey of manuals of work-related literacy programs. This search provided little information of use in preparing the ES manual. A preliminary outline of the JFY ES manual was drafted by Hittleman with a consultant from Data Operations, Inc., the firm which had produced the Jobs for Youth MIS.

Because of unforeseen complexity in integrating ES operations into the agency MIS, work on the manual lagged behind schedule. Two needs occasionally seemed incompatible. First, the ES manual had to be self-contained in order to promote future replicability in agencies which might not use the JFY MIS. Second, the manual had to serve the specific needs of JFY-NY and JFY-B. Several operating difficulties that emerged were:

-- Reporting educational data in a form which could be used effectively in counseling and in agency statistical reports;

-- Including ES in the data and communications flow of the agency without creating unnecessary paperwork, duplicating data, or providing unnecessary data to staff in other units than ES;

-- Documenting the data internal to ES in a manner which fit into the forms and procedures of the agency MIS.

-- Reflecting the different needs of the two JFY sites.

Inclusion of ES in the agency-wide operations, forms and communication network required considerable revision of the whole MIS. The extent of this revision had not been apparent when the original proposal was written.

Especially at JFY-NY where the agency M had been introduced into ad hoc procedures with some difficulty, the addition of new procedures and changes in a still new system were not readily integrated. The drafted ES forms, reports and procedures had to be revised several times in order that they could be used effectively as part of agency-wide operations.

In addition, during the preparation of the manual, it was discovered that the two JFY sites would produce variations in program operation. This situation resulted from differences in the style of program staff and from the needs of the agencies resulting from the different cities in which they functioned. In spite of these differences, the two programs used draft forms of key reports and forms in order to establish a common data base. More importantly, the underlying philosophy and instructional programs in New York and Boston remained the same.

Actual implementation of the ES program in Boston began ahead of schedule. This effort was facilitated by the vocational counselors' sensitivity to their clients' needs for specific academic support. With the aid of the JFY-NY staff, ES in Boston was able to begin service to students on October 3, 1977. On that date 25 students were enrolled. Working drafts of the data and report forms were used. Between October 3, 1977, and June 30, 1978, 170 students had been enrolled in the program — 45 more than proposed. One-hundred five of them had been placed on at least one job and 30% were still employed at the end of the first project year.

In May, 1978, James Kimple became FIPSE Project Director. He and Sherr completed the Replication Manual with the assistance of Steven Langer of Data Operations, Inc. By June 30, 1978, a "final" form of the manual was forwarded to FIPSE as scheduled. This action concluded the project's first year.

In addition to providing continued service, the major activities of the project's second year were (1) evaluation of the Educational Services Replication Manual, (2) evaluation of the replication effort in Boston, and (3) an impact study, designed to assess the effectiveness of the Educational Services program in enhancing the effort to obtain jobs for Jobs for Youth clients. All three of these activities appear substantially changed from their originally intended forms.

Evaluation of the ES manual was originally designed as the function of an "Assessment Team," chosen from among representatives of businesses working with JFY-NY, professors from NY universities and members of the JFY-NY Board. The five members of the team were to judge the manual according to its clarity, precision in detailing operations and procedures, and its "practicality," or usefulness as a guide to replication. This evaluation procedure has not been carried out.

Practical experience in using the manual in the Boston and New York ES units and in preparation for a second Jobs for Youth replication (in Chicago) made evident a need for substantial revision. In particular, several sections presented confusing discrepancies in details of operation between JFY-B and JFY-NY. These differences in procedure resulted primarily from differences in funding and job opportunities in the two cities. Divergence in agency personality was also evident. It was felt that none of these differences were significant except as they made the manual unclear. In January 1979, the manual served as the foundation for training the staff of a new, separately funded Jobs for Youth-Chicago ES. During the training period, the ambiguities in the manual became more pronounced. In particular, noted differences in practice between JFY-NY

and JFY-B confused the new JFY-Chicago staff. Whenever alternative procedures appeared, they wanted to know which one they should choose. To someone unfamiliar with the history of the differences between the New York and Boston operations, such discrepancies were disconcerting. This situation obviously weakened the effect of training. The training was successful primarily because the trainers, one from Boston and one from New York, were able to agree on the "choices" to be made for the new staff.

Following this experience the project staff and a consultant from Data Operations, Inc. compared procedures in use in the Boston and New York agencies to the operations detailed in the manual. Discrepancies between practice and the manual were noted, discussed and eliminated. This process took two courses. First, in some cases, the manual was changed to reflect practice. In many instances experience had produced more efficient practice than that outlined in the manual, which reflected practice of two years earlier. Second, in other cases, practice was made to conform with the manual's descriptions. Where differences between the operations at JFY-NY and JFY-B appeared in the manual, forms and procedures were generally written in a generic manner which could absorb the discrepancies. In some cases, where the differences have become unimportant to the overall operation of the ES program, they were simply omitted. These changes resulted in a briefer, clearer, and more useful manual.

The revisions to the ES manual required more time than expected. They were completed in the last month of the project.

The evaluation plan for the Boston replication was similar to that for

the manual. The Director of Educational Services in Boston was to appoint an "Assessment Team" which would determine whether ES met its stated objectives. However, the Project Director felt that the documentation provided through the JFY-B ES management system would best determine the extent to which the program met its objectives. As a result, the final evaluation did not include a report from this "Assessment Team."

The second year's third activity, the impact study, was conducted at JFY-B during 1979. The results are discussed in the section on outcomes.

During the two years of operation with FIPSE funds, the JFY-B ES program served a total of 412 unemployed, out-of-school young people between the ages of 16 and 21 years. This number was more than double that originally planned, and included 35% of all clients served by the agency.

OUTCOMES

This section covers the following areas of activity: (1) The Educational Services Replication Manual, (2) Replication, (3) Dissemination, (4) The impact study, (5) Unintended outcomes, and (6) Evaluation.

1. Replication Manual

The development of the Replication Manual is discussed in detail under "Project Description." In its final form, the manual contains the following six chapters:

-- "Overview," a description of the program and parent agency

-- "An Alternative Approach," including program philosophy and integration of Educational Services with other JFY departments;

-- "Operation," a detailed description of procedures, data collection, and statistical reporting;

-- "The Curriculum," a detailed description, including lesson planning and development of instructional objectives;

-- "Materials," includes a description of the materials development process;

-- "Assessment and Evaluation," describes formative and summative evaluation processes related to administration of the Educational Services program.

Appendixes to the manual include such supplementary information as a selected bibliography of commercially available work-related literacy material.

Copies of the completed manual are appended under separate cover.

2. Replication

As noted in the "Project Description," the JFY-B replication of the ES program was implemented ahead of schedule with unexpected success. In its two years of operation, the program has become an indispensable part of the overall JFY-B youth employment effort. ES has demonstrated the reciprocal benefits of integrating literacy and life skills training in job placement of young people. Learning becomes part of the client's goal to obtain a job and the prospect of employment provides the best incentive to learn. The best indicator of the success of the Boston replication appears in the subsequent replication of ES at Jobs for Youth-Chicago, begun in January 1979. See the evaluation section for statistics.

Several activities related to curriculum were planned as part of the replication. These activities included the following:

1. Refining and categorizing the functional skills in reading and computation essential for employment and job advancement.

2. Evaluating basic work habits and attitudes essential for entry into the work world,
3. Providing group job readiness seminars for all JFY clients,
4. Completing a resource file of local resources available to JFY clients.

Refining curriculum materials and reviewing competencies has always been an ongoing part of JFY ES activities. JFY-B was particularly energetic in this area. A report which details the process as practiced at the replication site is presented as Appendix A.

JFY-B ES also examined the work habits and attitudes expected by employers. The program used the resources of the JFY-B ES unit to contact employers directly and through a questionnaire. As a result of the information gained, ES created the "Getting Job Ready Group" in Boston, a weekly workshop intended to serve all JFY-B clients who are preparing to get a job. The group has become an integral part of the JFY-B service delivery system.

In addition to providing vocational counselors with more feedback on a client's job-ready status, the group offers clients the opportunity to learn from peers. The content of the group meeting ranges from completing a job application to resolving on-the-job conflicts. Also included in the workshop is information about interpreting paychecks, understanding tax deductions, completing a W-4 form, and conducting a successful interview.

To meet the needs of this client and to provide the vocational counselors with additional career resources, the ES staff began to develop a job and occupation awareness curriculum. At its core is the development of critical decision-making and problem-solving skills for a population which has had little training in the use of these skills in a work-related setting.

Since about 12% of JFY-B ES clients remain active more than three months, the staff recognizes the potential for developing job and occupation exploration skills.

3. Dissemination

Jobs for Youth has always shared FIPSE's concern that successful programs be communicated to others who share the commitment to similar objectives. JFY's dissemination efforts have taken several forms, including conference presentations, professional publications, and technical assistance. In 1977 the New York Director of ES, the current FIPSE Project Director and other members of the New York and Boston ES staffs presented the work-related educational program at the professional conferences of the College Reading Association, The New York State Reading Association, and the National Conference of Teachers of English. For 1978 presentations included the National Urban Education Conference, the Eastern Regional International Reading Association Conference, and the Annual International Reading Association Conference. In 1978 and 1979 the Director of ES in New York presented aspects of the program to conferences of Right-to-Read Reading Academy program directors.

As a result of these presentations, the two JFYs have received numerous requests for information regarding the program, and the Boston and New York ES programs have provided information to visitors from around the country and abroad. Most importantly, ES has received several requests for assistance in establishing similar programs. These requests provided the impetus for the Jobs for Youth technical assistance effort. Currently, JFY-B is pursuing this activity most actively on a national level. Partial funding has been obtained, and

JFY is seeking the rest of the money needed to underwrite this venture. In New York, technical assistance is taking the form of establishing satellite centers in other social agencies (underwritten, in part, by a Right-to-Read grant).

Technical assistance (TA) appears to be a particularly exciting form of program dissemination. Not only does the process allow JFY to aid in the development of programs with aims similar to those of the agency, but TA also enables JFY to maintain some control over the quality of a product in which it has invested its resources, much energy, and its reputation. In addition, JFY anticipates that technical assistance will become self-supporting and that it will provide revenue which will help support other agency activities.

4. Impact on Clients

The formal impact study called for in the original FIPSE proposal proved to be unworkable. As proposed, the study was designed to compare job longevity of JFY clients who enrolled in ES with the employment pattern of clients who did not enroll. Inherent in the plan were two traditional research problems, unequal selection criteria for study samples and the "Hawthorne Effect." ES is designed to serve those clients who have or who perceive themselves as having a need for an educational program. It therefore draws clients who differ in this respect from those who do not elect to enroll. Also, regardless of improvement in literacy skills, ES clients receive attention and services not available to non ES clients. When impact study was designed originally, data forms and reports did not account for these factors. Nor were data forms and statistical reports designed to facilitate matching of clients according to any criteria appropriate for conducting the impact study. This was not clear until an attempt was made to select two matched samples of clients, those who enrolled and those who did not.

An informal examination of twenty JFY-B clients (ten enrolled in ES and ten not enrolled) was conducted in June 1979. The samples were matched for age, entering literacy test scores, sex and ethnicity. The comparison of these samples indicated that the ES clients remained active in JFY-B longer and that they received more jobs than did their counterparts. The small samples render these findings tentative at best since it was not possible to control for the Hawthorne effect cited above. A more realistic and comprehensive study is currently being conducted by the Corporation for Private/Public Ventures (CPPV). In collaboration with the U.S. Department of Labor, CPPV is conducting a longitudinal study of all three JFY agencies (Boston, Chicago and New York) in order to test the effectiveness of the Jobs for Youth youth employment model. CPPV will utilize computer resources which should allow for a somewhat more controlled matching of sub-samples of JFY clients, and the research will cover two full years of agency operation. The CPPV study will be able to examine large samples, in different cities -- factors which should increase the validity of findings.

In spite of the inadequacy of the JFY-B pilot study, several informal indicators have shown that ES has had a positive effect on clients. The results reported here are for JFY-B, and they are consistent with those of the original program at JFY-NY. Each JFY instructor can provide several examples of students who attended ES and who changed radically in literacy skills and attitude and who obtained employment. (Four case summaries from JFY-B are appended to provide a feeling for the way in which the program affected clients). In many cases clients have continued to attend the program after getting a job. Others have returned after being laid off, quitting or being fired. Although attendance

and enrollment in ES have always been voluntary, 35% of all JFY clients elected to enroll in the educational program, and 60% of the enrollees attended for three to six weeks (many are enrolled to accomplish specific short-term goals). About 12% remained active for three months or longer. These figures appear in a wholly "dropout" population. In addition, many of the ES clients come to JFY-B on the recommendation of a friend in the program. Dropouts referring dropouts to school seems to be an unquestionable indicator of success.

5. Other Outcomes

ES planning anticipated that the program would affect both clients and the agency, but the implications for JFY-B operations were not clear. In the relatively short time that ES has been part of JFY-B, it has become an indispensable unit which has had an impact on both Counseling and Employer Services functions. Below are details of how the replicated program impacted on the total JFY-B operations.

Services to the Employer Services unit: Educational Services has helped the JFY-B job developers keep their promise to save employers time and aggravation when they hire our clients to fill their entry-level positions. By providing fast and effective job-related training, ES is able to relieve employers of the time-consuming and tedious repetition of directions. Instruction is usually conducted in the Educational lab, but there have been occasions calling for site visits. For example, an instructor recently helped a client understand a complicated filing and manual information retrieval system. Another client needed instruction in reading an electronic scale, and another required assistance in preparing and serving food according to prescribed sizes and amounts. These clients received

JFY-B instruction at their job sites. Such tangible results on the employers' behalf have helped strengthen relationships between the job development team and employers.

ES has also helped employers evaluate the academic skills that employees must possess in order to perform their jobs competently. Not only does this activity assure employers of receiving properly qualified workers, but it helps break down artificial or discriminatory hiring practices. A client who may have been overlooked for a position because his test scores did not indicate the "excellent math skills" required by an upholstery manufacturer can frequently be taught the specific requisite measuring techniques.

Services to Vocational Counselors: Clients who enroll in the educational program automatically acquire a second group of advocates (the teachers). Though students enter the educational program with goals identified in joint consultation with a teacher and a counselor, progress naturally yields change. Educational Services is instrumental in helping clients form new goals, and in translating these into job placements, referrals to training programs, support services, or in a return to secondary or post-secondary school.

Of additional significance is the fact that when working clients return to JFY-B for evening educational services, it is the teachers who receive their current accounts of the day's successes and failures. Many potential problems are resolved by teachers who modify the prepared lessons in order to address the current issues. If further follow-up is required, counselors are subsequently alerted by the teachers. On-going support counseling is thus frequently shared by counselors and teachers.

Similarly, success in Educational Services may inadvertently change behavioral or attitudinal problems which had prevented a client from becoming "job-ready." For example, a client with a history of lateness for counseling appointments or of failing to keep scheduled interviews may be exhibiting fears about working. Progress in ES may generate enough confidence for the client to risk applying for a job. ES has frequently seen the least likely clients become job-ready after spending time in the program. Whether or not there is a direct relation between subjects studied and job placement, the "intensive care" yields positive results.

Services to the Community: An interesting and challenging by-product of ES has been the recognition that the program has received from other youth-serving agencies in Boston. First, ES has developed a reputation as a program which can meet the needs of many clients served by those agencies. Schools, group homes, juvenile justice and other agencies refer clients to JFY-B because of the unique combination of education and job placement it offers. Often JFY-B has become the agency of last resort -- with a reputation for succeeding where traditional approaches to education and employment have failed. Second, ES has gained a reputation for being able to provide assistance to other agencies wanting to develop their own functional literacy programs. The range of assistance provided has varied from informal discussions of philosophy and curriculum to formal technical assistance with the Boston Public Schools. Requests for the latter have led to the JFY technical assistance effort.

6. Evaluation

Three evaluation processes form an ongoing part of the ES program: (a) Student Assessment is fundamental to the instructional program and includes competency-based pre- and post-testing, informal academic assessment, instructor observation, and standardized testing. The Replication Manual details the way in which such assessment is conducted and how it serves ES. (b) Formative Program Assessment represents a continuous monitoring and analysis of program performance in relation to intended goals. This process is discussed fully in the manual. (c) Summative Assessment or end-point evaluation activities have been discussed in the section, "Program Description." As stated, the proposed reports by "Assessment Teams" concerning the replication effort in Boston and the Replication Manual were not presented. It can be stated without equivocation that replication and dissemination exceeded expectation.

As noted, ES in Boston began operation one month ahead of schedule and served more clients than the proposed 100 - 125 students per year. By the end of the first year (nine months of actual service to students), 170 students had enrolled in the program. By the end of the second year, a cumulative total of 412 out-of-school Boston youth had been enrolled in the Educational Program. This number not only reflects twice the anticipated enrollment, but represents 35% of the 1166 clients who entered Jobs for Youth from October 1977 to June 1979. All of these clients had rejected traditional education, opting for fulltime employment instead. The fact that one out of three of them voluntarily joined an educational program is remarkable.

Between October 3, 1977, and June 30, 1979, many of the clients who had entered Educational Services to accomplish clearly defined, specific short-term

goals (thereupon discontinuing educational involvement) later re-enrolled. Of the 412 individuals who were active Educational participants, 79 re-entered the program from one to four times.

Educational Services at JFY-B had projected an average monthly enrollment of 50 - 60 clients by the end of its second year. The actual tally (cumulative average, July 1978 - June 1979) was as follows:

(average) Total Active During Month	53
(average) Number Terminated During Month	18
(average) Total Active Carried to Next Month	35

Three monthly reports are appended.

Attendance rates, recorded as percent of time present, are calculated as the number of student sessions attended for the period, divided by the number of student sessions scheduled for the period. Accordingly, during the project's second year, monthly attendance averaged 53%. As the appended reports reflect, fluctuation among weekly attendance rates were extreme.

Most Educational Services students (about 60%) remained active in the program for a period of three to six weeks. During this time they may have: completed one or more specific, short-term goals; developed new insights about their educational/vocational goals and been referred by us to other appropriate educational facilities; received a job placement and discontinued their educational program; stopped attending the Educational program for reasons unknow to us; stopped attending any phase of the Jobs for Youth program. However, a comparatively large percentage did remain active for longer than three months (12%).

Dissemination has been similarly successful beyond expectation. In addition to the informal assistance mentioned as part of the unintended outcomes

of the project, a viable technical assistance capacity has grown out of the FIPSE-sponsored project.

APPENDIX A

CURRICULUM REPORT

CURRICULUM REPORT

Educational Services

Jobs for Youth -- Boston

To date, Educational Services in Boston has identified more than 30 work-related and life-coping competencies. Of these, nearly half are fully developed with pre- and post-tests and model instructional and practice lessons. It should be noted, however, that instruction has taken place within all of the identified competencies and even in some areas not yet formalized. A very popular goal for aspiring office workers is learning basic clerical skills, including typing. In this area, we collected and created many useful strategies and activities. However, we have yet to develop formal competencies and to design appropriate pre- and post-tests.

The development of any competency begins with a statement of the operational definitions of the requisite skills or learning tasks which make someone competent in that area. Once this "task list" has been developed, we create performance-based pre- and post-tests which assess a client's strengths and needs. Pre- and post-tests are short and can be administered orally. They occasionally serve as learning tasks for clients who would otherwise do quite poorly.

As we review competencies, we make continuous revisions. Therefore, a good portion of our curriculum development has been devoted to modifying existing pre- or post-tests. Some examples of improved competencies include "Passing the Driver's Written Test," "Using Money," "Interpreting Product Labels," and "Maintaining a Budget." In all cases, we have found these alterations to be a necessary and useful part of curriculum planning time.

Although all identified competencies have not been developed, we have

established an effective filing system for lesson planning and retrieval of teaching modules. To start, curriculum notebooks contain numbered originals of all the tests, task lists, and model lessons which already exist. Within each competency notebook, activities are clustered according to the tasks they address. Instructors plan lessons while referring to the notebooks and then easily retrieve the appropriate lesson from corresponding files containing duplicates of these items. Presently, we continue to look at specific client's lessons for editing and inclusion for our files.

The educational program is a voluntary service which meets the educational and/or vocational goals of those clients who elect to use it. However, Educational Services does impose one stipulation. All clients must master 3 prescribed competencies, regardless of their intentions upon entering the program. These core competencies include "Completing a Job Application," "Understanding Selected Survival Words," and "Using Money." All clients recognize the importance of being competent in these areas, so little justification is necessary. Many times we teach basic language and math skills through these competencies. This approach often satisfies clients who say they just want to improve their math and reading.

The philosophy of Educational Services has always been to integrate basic academic skills through functional literacy and math training. Given this educational slant, we originally chose not to offer direct high school equivalency preparation to clients planning to take the G. E. D. (High School Equivalency Exam). Since G. E. D. prep classes were offered throughout the city, it seemed unnecessary to duplicate those services. However, over the course of the past year several patterns have emerged to alter this policy. Educational Services realized that we were, as a matter of course, already teaching the fundamental academic skills

necessary to pass the exam. Secondly, the format of the G. E. D. exam has changed and now emphasizes some of the functional day-to-day skills covered by our general curriculum. Finally, many clients who we were referring to G. E. D. prep centers returned to us, dissatisfied with the progress they were making at other sites. At this point, we feel comfortable with the manner in which we have included G. E. D. prep within functional literacy program.

As we strive to make clients' involvement with the educational program maximally profitable, our curriculum is under constant scrutiny. Our fundamental need is to develop each competency so that it encompasses as narrow, yet complete, a range of skills as possible. The tendency during instruction to digress into general proficiencies, unrelated to the specific task at hand, is still a strong one. Yet it is more desirable, from a philosophical point of view, for a client to master one competency (i. e., to be able to perform one functional task) than to have learned only half of a long list of academic skills before leaving the program. We continue, therefore, to refine our methods for blending academic skills with functional tasks which can be taught and mastered in short periods.

Conversely, we aim to increase retention rates in order to teach skills that do require more time. We are particularly concerned about clients in need of decision-making and problem-solving competence. These self-help competencies, necessary for long-term employability, cannot be mastered in six weeks.